

11 AUG 1977

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11 August 1977

MEMORANDUM FOR: Mr. Walter Elder
Executive Secretary, NFIB

FROM : Dr. Sayre Stevens
Acting CIA Member, NFIB

SUBJECT : Definitions for Intelligence

REFERENCE : Memo from Acting Vice Chairman NFIB, same subject,
dated 18 July 1977 (NFIB 24.1/13)

1. The reference has been widely reviewed throughout the Agency and there is general agreement that a glossary of intelligence terms would be helpful, especially to the planners and programmers who must prepare papers concerning resource issues. There also is a strong consensus, however, that numerous problems would result from the proposed methodology. While it would be useful to develop and issue an authoritative glossary of terms used in the intelligence profession, such an exercise should not be superficial, but one that contributes to the goal of achieving common understanding among the Community.

2. In considering the proposals, there are several points with which this Agency has major concern:


- The list of definitions for intelligence does not merit a DCID. The list is to be primarily educational based on the logic and precision of the substance of the definitions, thereby eliminating the need for its selection as a "Directive." The glossary would be more appropriate as an ICS Notice or as an attachment or annex to NSCID #1 or [redacted], since both of these have relevance to the need for better understanding in the use of intelligence terminology.

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- The inclusion of the definitional framework tends to confuse more than enlighten. It does not solve any definitional problems and it does not lend itself to depicting with clarity the importance of the elements and relationships or the areas of functional and topical overlap in the intelligence process, as for example among Intelligence-Knowledge-Information.
 - Regarding the definitions themselves, there is general consensus that this is a cut and paste effort using an inadequate base, i.e., JCS Pub 1. This document is an across-the-board dictionary concerned with the standardization of military and associated terms and definitions ranging from "booby trap" to "Zone of action". In its proper context, JCS Pub 1 is a useful document not only to foster common understanding within DOD but also within NATO. It is, however, a very inadequate document to serve as the basis for definitions related to the Intelligence Community. The few NSCID/DCID related items are slightly out of context since the definitions are only a part of an expanded discussion of the topic covered by the Directive. The result is that many of the intelligence terms are inadequately defined.
 - Certain of the terms selected for the list are self evident or they are not of significant consequence to require the sort of clarification that is being attempted. These include biographic, domestic, economic, E&E, human, medical. On the other hand, there is a lack of definitions for some terms which are useful for making organizational and program distinctions, e.g., strategic warning, national tasking, Key Intelligence Questions, objectives, perspectives, near, mid and long-term guidance, PRC, NSC, SCC, Executive Order(s) Intelligence, etc.
 - Some of the terms are not defined in a mutually exclusive manner. For example, "imagery" and "photographic" intelligence; SIGINT; and "military" intelligence which is greatly expanded in the listing and could include "all of the above."
3. After considering all aspects of the proposals and consulting with key Agency personnel, I recommend that:
- The definition of terms not be treated as a DCID;

- The definitional framework not be included in any list of definitions;
- The task of developing a list of definitions for intelligence be assigned to a group of experts for each of the major functional areas being addressed.


Sayre Stevens
Acting CIA Member, NFIB

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Remarks:

See DCI's notes.

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